

Cabinet Paper material Proactive release

Minister & portfolio	Hon Erica Stanford, Minister of Education
Name of package	Improved teacher training: Developing the workforce of the future, including leadership development pathways
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These documents have been proactively released:

Improved teacher training: Developing the workforce of the future, including leadership development pathways

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Author: Office of the Minister of Education

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Author: Committee Secretary

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Date considered: 1 July 2024

Author: Secretary for the Cabinet

Material redacted

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Proactively Released

In Confidence

Office of the Minister of Education

Cabinet Social Outcomes Committee

Improved teacher training: Developing the workforce of the future, including leadership development pathways

Proposal

- 1 This paper provides an update on my work to strengthen the teacher training system covering initial teacher education, support for beginning teachers, ongoing professional learning and development, and leadership development pathways.

Relation to government priorities

- 2 This paper advances my priority focus, as part of the education portfolio, to take action to strengthen teacher training, including refocusing Professional Learning and Development for teachers on numeracy, literacy and assessment and to develop our workforce of the future, including leadership development pathways. This is Priority Four in my Education Priorities [CAB-0204-MIN-0131 refers]. The focus of this work is initially on the schooling sector.
- 3 This also supports the coalition Government's commitments through *Teaching the Basics Brilliantly* and *The Literacy Guarantee*, as well as our goal to have 80 percent of Year 8 students at curriculum level in reading, writing, and maths by 2030. This paper is my report back on the Government's Quarter Two Action 28.

I want to make sure we are setting teachers up for success

- 4 My aim is that teachers are well-prepared to excel in the classroom, no matter where they train, what type of programme pathway they choose, or what school they end up working in as a provisionally or fully certified teacher.
- 5 My vision is to raise the status of the teaching profession by delivery of high quality, consistent, training opportunities that sets teachers up for success, alongside aspirational career pathways, to attract and retain great teachers, address teacher supply issues and achieve success for all students.
- 6 I am relentlessly focused on lifting student achievement and closing the equity gap. In this work, I recognise the need to meet the requirements of diverse learners and education settings including, but not limited to: English medium education, specialist schools, kura Kaupapa Māori, Māori medium, rumaki bilingual units and specialist schools. This work will have regard to these different settings.

Case for change

- 7 The quality of teaching is the most important in-school factor influencing educational outcomes¹. Yet, our training system does not set teachers up to succeed through nationally consistent, quality, accessible education from the point of initial training through to teachers' ongoing professional development and advancement into educational leadership roles.

Initial teacher education

- 8 Recent research highlights the variability in confidence in classroom practice, pedagogy and content:
- 8.1 The Education Review Office (ERO) found that 60 per cent of school principals report teachers are not prepared when they start teaching and despite being passionate, nearly half of new teachers report being underprepared. ERO's research finds this is particularly relevant for universities as graduates from universities report being less prepared than graduates from non-university providers².
- 8.2 The New Zealand Institute for Economic Research (NZIER) found that many primary school teachers enter ITE with a poor understanding of maths and science from their own secondary learning³.
- 8.3 The Royal Society reports that nearly half of Year 4 teachers were only moderately confident in teaching maths⁴.
- 9 This indicates ITE providers are not delivering what our schools and students need of them in key areas. While I recognise that changes were made to the ITE Programme Requirements by the Teaching Council in 2019, and these take time to flow through to graduate outcomes, I don't believe these go far enough to address the extent of the issues outlined above.

Initial training pathway from ITE to full certification status

- 10 I am also concerned at what appears to be a highly variable level and quality of supervision of teachers in their early years of work. People, including beginning teachers, learn skills most effectively in a structured training environment with supervision and mentoring by experienced professionals. With some exceptions, this is not the experience of our beginning teachers.
- 11 The programme of support provided by schools is left to chance, with no clear expectations or accountabilities in the system for the quality of this programme. This is a critical transition for beginning teachers as they are provisionally certificated, which recognises their need for support to continue

¹ Quality Teaching for Diverse Students in Schooling: Best Evidence Synthesis Iteration (2003).

² Ready, set, teach: How prepared and supported are new teachers? Education Review Office. April 2024.

³ Fit for purpose: Teachers' own learning experiences and lessons about standardisation from the health sector. NZIER (2024).

⁴ Pāngarau Mathematics and Tauanga Statistics in Aotearoa New Zealand Royal Society (2021) Drawing on TIMSS data from 2019

to develop their knowledge and practical skills. At the same time, they are expected to fulfil the role of a classroom or subject teacher.

- 12 Expectations on what teachers should know when they enter the classroom have significantly changed in the past decade, for example, in classroom behaviour management, working with whānau, assessment requirements and working in a post-covid world. ERO recently found that more time observing other teachers is one of the things that makes the biggest difference to new teachers capability⁵.
- 13 Mentor teachers are selected by school leaders to support our beginning teachers and receive a small allowance to do so, but there is no minimum standard or system-wide accreditation requirements for fully certified teachers to become mentor teachers. As a result, evidence shows that the quality of mentoring and induction largely depends on the skills of the mentor teacher and the school leader's commitment to shaping a professional learning culture⁶. Schools that face teacher supply issues face further challenge in providing quality mentorship as there are no relievers available to cover classroom release time. This is particularly true in small rural schools where the teaching principal is often the mentor.
- 14 Furthermore, the way we employ beginning teachers also impacts on their experience with over half of beginning teachers in primary settings starting in fixed term contracts and 20 per cent in relief roles. This limits their access to consistent mentoring and induction and ultimately their retention⁷.

Work-integrated learning

- 15 ERO found that more time spent in the classroom is associated with how prepared new teachers report they are⁸.
- 16 Work-integrated learning (WIL)⁹ components of teacher education are variable based on the type of ITE offering and the quality of the school environment. Practicum¹⁰ is the traditional WIL offering in most ITE courses unless specifically designed as a field-based programme. It is organised by an ITE provider and delivered through a partner school, usually through a series of placement blocks throughout the course.

⁵ Ready, set, teach: How prepared and supported are new teachers? Education Review Office. April 2024.

⁶ F Langdon, C Daly, E Milton, K Jones, and M Palmer (2019) 'Challenges for principled induction and mentoring of new teachers: Lessons from New Zealand and Wales'. London Review of Education, 17 (2): 249–265. DOI <https://doi.org/10.18546/LRE.17.2.14>

⁷ Beginning teachers in fixed term and relief roles are more likely to leave the workforce in the first five years compared to those in permanent roles.

⁸ Ready, set, teach: How prepared and supported are new teachers? Education Review Office. April 2024

⁹ Work-integrated learning is an approach that allows students to obtain work experiences related to what they are learning in a [ITE] classroom setting. WIL models cover a spectrum from traditional fully provider based practicum through to Tertiary-led but school-based Employment Based ITE (EBITEs).

¹⁰ A minimum of 80 days placement is requirement for 1- and 2-year programmes, field-based ECE programmes (with a minimum of 40 days away from the home centre), and Limited Authority to Teach (LATs) on employment-based programmes (with a minimum of 40 days away from the home school). A minimum of 120 days of practicum is required for 3- year programmes or longer.

- 17 Stakeholders have told me that the traditional practicum experience provided through traditional ITE is often highly disconnected from the theory taught in the ITE programme, and creates a cost through the inability for learners to undertake part-time work. While we have some tertiary-led but school-based, WIL models operating (e.g. employment based programmes and the School Onsite Training Programme), these are not the norm for the schooling sector.

Professional learning and development

- 18 Professional Learning and Development (PLD) is critical to ongoing teacher development. Teachers are expected to participate in PLD throughout their careers and apply this learning to their teaching practice. The Teaching Council's current certification processes reflects this by requiring teachers to participate in general PLD as part of their three-yearly re-certification requirements. However, this is done without any specification of what PLD is undertaken, or any processes or assurances that teachers access PLD in core components of their teaching practice (like extending subject-matter knowledge and related pedagogy)¹¹.
- 19 While New Zealand teachers participate in PLD at relatively high rates¹², we know that there is significant variability in the quality of content and delivery of PLD (including monitoring effectiveness). There is also a lack of focus to the provision of PLD, especially regionally, and school leadership and culture has a significant influence on the prioritisation/selection of PLD topics. As a result, many teachers can go years without PLD being provided in core subjects relevant to what they teach with no accountability for the quality or relevance of the PLD undertaken.
- 20 This is also an area of high expenditure by the Ministry of Education with an average investment of around \$110 million annually¹³ and no reported outcomes or performance evaluation of this investment.

Career pathways and school leadership

- 21 Effective school leadership is crucial to supporting quality teaching and improved student outcomes¹⁴. Principals face a highly challenging environment that requires quite different skills to a classroom teacher. This includes managing complex socio-economic issues and often being on the front-line for social, health and safety responses to not only individual students but their whānau and communities.

¹¹ The re-certification process does however require a declaration by a professional leader that a teacher has continued to develop and practise te reo me ngā tikanga Māori while practising as a teacher

¹² According to TALIS 2018 98% of teachers (OECD average 94%) attended at least one professional development activity in the year before the survey OECD [Country Note, New Zealand. Results from TALIS 2018](#). National participation data in different forms of PLD are available from NZCER's three yearly 'National Survey of Schools' series, which shows almost all teachers participating in some form of PLD. Available from [National Survey of Schools | New Zealand Council for Educational Research \(nzcer.org.nz\)](#)

¹³ This is approximate figure of appropriated Professional Learning and Development Budget from the previous and next two financial years.

¹⁴ The role of school leaders in promoting professional development, Teacher Professional Learning and Development Best Evidence Synthesis (10.2 Issue 2, Chapter 10, 2007) and Ladd, 2011; Leob et al., 2012.

- 22 Principals are required to have a wide range of managerial and professional responsibilities in complex socio-economic environments including, but not limited to, fiscal management of multi-million dollar budgets, HR matters (e.g. teacher certification, competency, any investigations), management of a portfolio of state assets through their property portfolio, legislative and legal requirements (e.g. privacy, data, health and safety), relationships with a Board of Trustees and other key professional bodies and representative (e.g. OT, Police), relationships with students, whānau and communities, and oversight of school timetable development and curriculum delivery.
- 23 However, in our devolved education system, opportunities for principals to develop and progress are largely dependent on the initiative of individuals. ERO's 2023 report *Everything was New* highlights some of the challenges for teachers who aspire to, and have the capability to be, principals¹⁵. There is no coherent pathway for aspiring principals. A range of providers deliver support and development activities to aspiring, new and experienced principals however these are currently fragmented, dispersed and ad hoc.
- 24 Much like the challenges for principals, pathways for teacher development, progression and recognition lack clarity, visibility and a transparent approach to remuneration. They are often set and developed in each school, for example, each school decides how to structure itself and its use of, for example, Heads of Departments and Assistant Principals and management units. As above, there are many stakeholders with an interest in this issue.

Equity challenges

- 25 Our system is also not equitable and struggles to meet the needs of teachers for Kaupapa Māori and Māori Medium settings (KM/MM). While student enrolments in KM/MM schools are rising, enrolments in ITE programmes are dropping, causing major recruitment and retention problems. These programmes struggle to train enough teachers who are proficient in te reo Māori and Mātauranga Māori. Despite the high demand, KM/MM schools face more recruitment and retention challenges than other schools, showing a need for better-targeted teacher training solutions.

Government cannot drive a coherent and consistent approach to training under current system settings

- 26 The way that teachers are trained and developed from ITE and beyond is incoherent. There are multiple government and non-government agencies involved (e.g. Ministry of Education, Teaching Council, NZQA/CUAP, ERO, Tertiary Education Commission, tertiary providers) delivering disparate, sometimes overlapping and at other times disconnected functions. Standard-setting, quality assurance and teacher registration are set up to be arms-length from government. There is no intentional oversight of the whole system.

¹⁵ Everything was New: Preparing and Supporting New Principals. ERO (2023).

- 27 This means that the ability for government to drive a coherent and consistent approach to training – for example, to mandate training of literacy techniques based on the science of learning – is currently very limited.
- 28 Many levers that we have available in the current system are weak, and some are not being applied as effectively as they could be. Key levers I intend to make use of in my work programme include:
- 28.1 **Standards for the Teaching Profession:** Currently set by the Teaching Council and underpin teacher registration and certification and ITE standards. Currently high-level and principles based. See Appendix 1 for the New Zealand Standards and Appendix 2 for the English Standards as a comparison.
 - 28.2 **ITE standards and approvals:** Currently set by the Teaching Council to underpin the approval of ITE programmes. Not specific about core content knowledge and key pedagogy that all ITE programmes should contain.
 - 28.3 **Provider accreditation and programme approval (ITE):** Carried out by New Zealand Qualifications Authority (NZQA) for non-university programmes and the Committee on University Academic Programmes (CUAP)¹⁶ for university programmes (not specific to ITE).
 - 28.4 **Quality assurance, programme monitoring, and oversight (ITE):** Responsibility of NZQA/CUAP for all tertiary qualifications working alongside the Teaching Council (with an ITE specific focus). ERO has a newly created role in quality assurance of PLD provided to teachers.
 - 28.5 **Funding settings:** Funding policy is set by Government. TEC provides subsidies to ITE providers, and the Government provides additional funding for some specific ITE programmes (e.g. School Onsite Training Programme), workforce supports (e.g. scholarships) and some PLD.
 - 28.6 **Delivery:** Multiple actors across the system delivering training and support functions, recognising that this does provide choice in the system (universities, wānanga, private training establishments, and schools, (including 29 Normal and Model Schools with a specific long-standing focus on supporting trainee teachers).

¹⁶ CUAP is a committee established under the statutory authority of the New Zealand Vice-Chancellors committee (NZVCC), and is in effect self-regulation by the eight universities.

The Teaching Council is not the right body to tackle the changes needed

- 29 These are serious challenges and in response, we need to make significant changes. A key consideration is who holds what levers and how they are most effectively used to ensure there is strong accountability and oversight across the whole training system, particularly for ITE.
- 30 My view is that the Teaching Council is not the right body to tackle the changes needed. It is set up to be a professional leadership body and self-regulator and lacks the mandate and the powers to take a stronger regulatory role.
- 31 I am proposing two stages of regulatory change. I would like to make changes to the Council's role and functions in the next Education and Training Amendment Bill, due to be introduced early next year and further changes in a subsequent Bill. The two stages are as follows:

Stage one:

- 31.1 Moving standard-setting for both teacher training and professional registration closer to the Government, as is the case in many other countries, including in the UK. This would allow us to align this crucial function with the changes that I am making to curriculum, assessment and professional development.
- 31.2 I have asked for policy advice on bringing these functions within the powers of the Minister or the Secretary for Education. My proposal is to move the Council's functions in leadership development, and in standard-setting and programme approval of ITE to the Ministry of Education and its ITE monitoring activities to ERO (noting that monitoring is currently an operational activity performed alongside NZQA/NZVCC). This is essentially a "lift and shift" of existing powers and functions.
- 31.3 The Teaching Council could remain responsible for maintaining a register of teachers, for coordinating police vetting and misconduct and disciplinary functions. The Council could also retain an advisory role in standard setting to the Ministry and/or ERO.
- 31.4 I have also asked for advice on a co-ordinated strategy for dialling up the quality of ITE under existing legislative settings, including through strengthened quality assurance, monitoring and purchasing. I intend to discuss this with Minister Simmonds before coming back to Cabinet, but I envisage that this includes purchasing more ITE provision from providers that are more effective at preparing teachers, and directing tertiary education agencies to conduct more intensive quality assurance.

Stage two:

- 31.5 A wider review of the regulatory powers relating to the profession and to professional training. This would include considering whether more regulatory powers are needed in particular over the quality of workplace training for graduate teachers, and whether ongoing professional registration is sufficiently linked to teaching competence and quality. This would also be an opportunity to review and enhance the powers of ERO in relation to ITE, and consider these alongside changes in the tertiary sector.
- 31.6 This would align with the timing of the report back of the University Advisory Group, which I am advised is likely to report on the regulatory arrangements for degree programmes within universities. These are significant and systemic shifts, and I intend to work with Minister Simmonds to explore the possibility of stronger quality assurance powers in the University system for ITE and potentially for other vocational degrees.
- 32 This is an ambitious work programme and will not come without disruption and some opposition from the sector. However, I consider that this problem has gone on for too long and has serious consequences for learners. While some parts of the sector will oppose elements of the changes, I believe there is wide-spread acceptance that the current regulatory model is not working.
- 33 To manage some of these risks I intend to undertake some targeted consultation with key players in the Education system to progress Stage One initially: the Council itself, the Vice-Chancellors Committee, and peak bodies including principals' groups and unions. This will be in the form of a brief letter outlining the scope of the issues that I am considering, followed by face-to-face meetings, rather than a full public consultation document.
- 34 I will be carefully considering how I am managing this work with the sector and recognise it is important I work closely with peak bodies and unions and consider how the Teaching Council could also continue to provide a sector perspective where appropriate. I intend to make it clear that principals will have a strong voice in the standard setting as we move to a more employer-led system.
- 35 As part of this shift, I intend to remove the requirement for teachers to pay substantial teacher registration fees as per our campaign commitments. As a result, I intend to explore the reduced remit of the Teaching Council to be either funded by the Crown, or, for them to have the ability to charge much lower fees for the maintenance of professional registration databases and disciplinary processes. Any changes that propose additional Crown funding will need to be considered through the Budget process.
- 36 These reforms will begin to create the system change that we need to strengthen the performance of our education system, lift student achievement and close the equity gap.

Summary of my workplan spanning ITE through to ongoing development

- 37 My workplan is a five-point plan that covers ITE changes outlined above through to actions focused on supporting ongoing professional development and leadership pathways. Key actions are outlined below.

Improving quality and consistency of Initial Teacher Education

- 37.1 **Short-term:** “Lift and shift” of standard setting functions for teacher training and professional registration from the Teaching Council closer to Government. As part of this work, I will also be looking at options to strengthen quality assurance within the existing legislative framework.
- 37.2 **Medium-longer term:** Wider review of the regulatory powers relating to the teaching profession and professional training with a focus on quality of training and ongoing professional registration.

Delivering quality, integrated, financially supported, work-integrated learning opportunities in ITE

- 37.3 **Short-term:** Deliver my Budget 2024 commitment to grow the School Onsite Training Programme by funding 1,200 places over four years and expanding it to include primary and intermediate.
- 37.4 **Medium-longer term:** Consider what levers in funding and regulation may deliver better quality ITE, as well as a diverse set of programmes that meet different learner needs with a focus on school-based ITE. Through this work, I will also consider what training pathways may be required for subject-knowledge expertise especially for primary teachers.

Improving the initial training pathway from ITE through to full teacher certification status

- 37.5 **Short-term:** Supporting beginning teachers into stable, supported, teaching positions. Through Budget 24, I announced funding to continue the BeTTER Jobs Programme which supports beginning and returning teachers into long-term positions.
- 37.6 **Short-term:** Consider the roles and functions of associate, mentor, and expert teachers, including whether they are adequately qualified and supported and if change is needed to the process of becoming one of these teachers.
- 37.7 **Medium-term:** Strengthen and better define the two-year pathway for beginning teachers as they work towards full certification so they are well-supported into the workforce, bringing together PLD, mentoring and induction and the role of schools as employers. As part of this work consider if a final assessment is appropriate at the end of the provisional certification period.

Supporting ongoing professional learning and career development

37.8 **Short-term:** Moving towards a system of centrally designed and high-quality PLD aligned with Government priorities for education. Improving the contracting process, lifting the criteria for accreditation of PLD providers, strengthening performance reporting and accessibility. Teachers of students in Years 0-3 will be the first cohort to receive PLD in structured literacy and te reo matatini approaches, beginning with those who have not had any training in structured teaching approaches before. An expenditure review due in July will inform my prioritisation decisions. To date, I have publicly committed to make PLD available in the next phase to support:

- 37.8.1 further roll-out of structured approaches to literacy and te reo matatini;
- 37.8.2 NCEA implementation and the co-requisite standards;
- 37.8.3 assessment and aromatawai;
- 37.8.4 maths; and
- 37.8.5 curriculum.

37.9 **Short-term:** Considering ways to best utilise ERO's new powers to assure the quality of PLD provided.

37.10 **Short-term:** Explore options to ensure teachers are taking up new PLD offerings, including more intentional links to the Standards for the Teaching profession and certification requirements.

37.11 **Medium-term:** As an extension to the review of associate teacher, mentor and expert teacher roles, work with the sector to consider options to deliver more systematic, visible career pathways centred around teaching expertise.

Develop more strategic and proactive ways to support the principal pathway

37.12 **Short-term to medium-term:** I have established, and I am currently working with an expert sector reference group including principal groups and union representatives who will deliver options in September on how to develop a sustainable and effective approach to grow the aspiring principals pipeline, and support them to successfully prepare for and succeed in their first principal role. This is the first phase in developing a high-quality and effective leadership system across all stages of the principal pathway.

- 37.12.1 As part of this work, I have asked officials to look at the role of boards in appointment processes and how this can be strengthened. I will also be considering other key issues such as identifying talent, mentoring, coaching and professional development. I will also have a focus on the knowledge and expertise principals require in different school types e.g. kura,

specialist schools, schools in lower socio-economic areas, large schools, rural schools.

38 I recognise that consideration will be required on the fiscal implications of this work programme, especially my proposed ITE reforms.

39 All actions in my work programme will be subject to future Cabinet approvals and Budget consideration where there are financial implications. All actions will also need to be balanced against supply considerations, including the supply of relief teachers as an enabling factor (for example in allowing teachers to undertake PLD or mentoring activities). I will also consider ways to ease the burden on returning teachers to improve workforce supply.

I will report back later this year with proposals for regulatory change

40 I will report back to Cabinet in September with proposals to “lift and shift” functions of the Teaching Council in the next available Education and Training Act Amendment Bill.

Cost-of-living Implications

41 There are no cost-of-living implications associated with this work programme.

Financial Implications

42 Any investment needed to support the implementation of this work programme will be subject to future Budget decisions consistent with the Government’s Budget Strategy and ongoing fiscal sustainability programme.

Legislative Implications

43 There are no legislative implications directly associated with this paper at this time, although I intend to consider advice from officials on matters that could be included in an Education and Training Act Amendment Bill. Consultation with the sector will be important, and will inform which legislative vehicle I pursue.

Impact Analysis

Regulatory Impact Statement

44 There are no immediate regulatory proposals in this paper, therefore Cabinet’s impact analysis requirements do not apply at this stage.

Climate Implications of Policy Assessment

45 There are no climate implications as a direct result of this paper.

Treaty of Waitangi Implications

- 46 I am focusing on supporting equitable outcomes for ākonga Māori by ensuring that teaching and learning is consistently high quality across the country and that our workforce is supported with the skills, knowledge and practical experiences required to meet the needs of all students, including lifting outcomes for ākonga Māori. Additionally, I recognise the unique workforce supply challenges that Kaupapa Māori and Māori Medium kura face, and aim to ensure they also have the staffing required to step out of the classroom to access PLD opportunities effectively.
- 47 I intend to engage with Māori education providers, including with peak bodies Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa, Ngā Kura ā Iwi o Aotearoa, as well as kura motuhake (unaffiliated kura) to understand their needs before making any final decisions that may significantly affect them with regards to specific actions in my work programme.

Population Implications

- 48 New Zealand has long-standing excellence and equity challenges to deliver education success for Māori, Pacific peoples, and those who are disabled, have learning difficulties or support needs, or are from low socio-economic backgrounds. Coupled with wider actions across the education system, I expect that the work programme to support our workforce of the future will help to close gaps over time and benefit more students than the current approach.
- 49 My work programme will also support greater diversity in the workforce by removing financial barriers to ITE practicums that can disproportionality impact Māori and Pacific teachers and teachers with a disability. Workforce diversity can support better outcomes for students in these cohorts.
- 50 I have committed to stronger learning support and optimising the learning support workforce. As part of my work programme above, I will ensure training and supports through ITE, IT and PLD build teacher capability to meet the needs of learners with learning support needs.
- 51 I recognise that workforce challenges can be more significant in rural areas. I will ensure that the actions within my workplan consider consistent and equitable access for teachers working in rural communities.

Human Rights

- 52 This proposal is consistent with human rights obligations set out the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993. The right to education is also set out in several international treaties which New Zealand has ratified.¹⁷

¹⁷ E.g., The International Covenant on Economic, Social and Cultural Rights (ICESCR) and the United Nations Conventions on the Rights of the Child.

Use of External Resources

- 53 No external resources were used in the development of the proposals in this paper.

Consultation

- 54 ERO, NZQA, TEC, and the Teaching Council are important partners in the delivery of my work programme.
- 55 The following agencies have been consulted and feedback incorporated where applicable: DPMC, Treasury, NZQA, ERO and TEC.

Communications

- 56 As noted above, I plan to undertake targeted consultation with key sector groups in the first instance before communicating my intentions more broadly.
- 57 I recognise that these proposals will cause sector disruption and potential pushback. I will manage this carefully through my engagements.
- 58 Any proposals with implications for the workforce will need to be consulted on with unions, recognising that collective bargaining is upcoming in 2025.

Proactive Release

- 59 I intend to release the material within this Cabinet paper within 30 days after decisions have been made by Cabinet, subject to any redactions as appropriate under the Official Information Act 1982.

Recommendations

The Minister for Education recommends that the Committee:

- 1 **note** that the quality of teaching and learning is the most important in-school factor influencing educational outcomes, yet the current training system does not support teachers to succeed.
- 2 **note** that I intend to raise the status of the teaching profession by delivery of high quality, consistent, training opportunities that sets teachers up for success, alongside aspirational career pathways.
- 3 **note** that standard setting, quality assurance and teacher registration, are set up to be arms-length from government it is difficult for Government to drive a coherent and consistent approach to training under current system settings.
- 4 **note** that I consider the Teaching Council is not the right body to tackle the significant changes needed as it lacks the mandate and powers to take a stronger regulatory role.
- 5 **note** that my work programme will include the five priorities:

- I. Improving quality and consistency in Initial Teacher Education;
 - II. Delivering quality, integrated, financially supported, work-integrated learning opportunities in ITE;
 - III. Improving the training pathway from Initial Teacher Education to full teacher certification status;
 - IV. Supporting ongoing professional learning and career development; and
 - V. Developing more strategic and proactive ways to support the principal pathway starting with aspiring principals.
- 6 **note** that I will be progressing a two-stage regulatory reform to address the challenges in ITE:
- 6.1 Stage one: a “lift and shift” of teacher training and professional registration functions from the Teaching Council closer to Government.
 - 6.2 Stage two: a wider review of the regulatory powers relating to the teaching profession and professional training with a focus on quality of training and ongoing professional registration.
- 7 **note** that this will include seeking advice on short-term and long-term actions to strengthen quality assurance, monitoring and purchasing of ITE, and that I will be working with Minister Simmonds on these proposals.
- 8 **note** I will be coming back to Cabinet in September with proposals to deliver stage one in the next available Education and Training Act Amendment Bill.
- 9 **agree** that I undertake targeted consultation with key sector groups prior to providing policy advice to Cabinet in September.
- 10 **note** that actions identified in my work programme with fiscal implications will be subject to future Cabinet consideration and Budget proposals.

Authorised for lodgement

Hon Erica Stanford

Minister for Education

Appendix 1: Teaching Council New Zealand Standards for the Teaching Profession

Appendix 2: English Teachers' Standards

Proactively Released

Annex 1: Teaching Council New Zealand Standards for the Teaching Profession

The Standards | Ngā Paerewa apply to all practising teachers in New Zealand. These are made up of six standards that provide a holistic description of what high quality teaching practice looks like. The Standards are designed at a high level so every practitioner can apply them to suit the context they are working in. Each standard has an elaboration to provide depth and context and supports teachers to identify and develop high quality practices in their settings.

Standard	Standard Description
Demonstrate commitment to tangata whenuatanga and Te Tiriti o Waitangi partnership in Aotearoa New Zealand	<ul style="list-style-type: none"> • Understand and recognise of the unique status of tangata whenua in Aotearoa New Zealand. • Understand and acknowledge the histories, heritages, languages and cultures of partners to Te Tiriti o Waitangi. • Practise and develop the use of te reo and tikanga Māori.
Use inquiry, collaborative problem-solving and professional learning to improve professional capability to impact on the learning and achievement of all learners.	<ul style="list-style-type: none"> • Inquire into and reflect on the effectiveness of practice in an ongoing way, using evidence from a range of sources. • Critically examine how my own assumptions and beliefs, including cultural beliefs, impact on practice and the achievement of learners with different abilities and needs, backgrounds, genders, identities, languages and cultures. • Engage in professional learning and adaptively apply this learning in practice. • Be informed by research and innovations related to: content disciplines; pedagogy; teaching for diverse learners including learners with disabilities and learning support needs; and wider education matters. • Seek and respond to feedback from learners, colleagues and other education professionals, and engage in collaborative problem solving and learning-focused collegial discussions.
Establish and maintain professional relationships and behaviours focused on the learning and wellbeing of each learner.	<ul style="list-style-type: none"> • Engage in reciprocal, collaborative learning-focused relationships with: <ul style="list-style-type: none"> ○ learners, family and whānau ○ teaching colleagues, support staff and other professionals ○ agencies, groups and individuals in the community. • Communicate effectively with others. Actively contribute, and work collegially, in the pursuit of improving my own and organisational practice, showing leadership, particularly in areas of responsibility.

Standard	Standard Description
<p>Develop a culture that is focused on learning, and is characterised by respect, inclusion, empathy, collaboration and safety.</p>	<ul style="list-style-type: none"> • Communicate clear and accurate assessment for learning and achievement information. • Develop learning-focused relationships with learners, enabling them to be active participants in the process of learning, sharing ownership and responsibility for learning. • Foster trust, respect and cooperation with and among learners so that they experience an environment in which it is safe to take risks. • Demonstrate high expectations for the learning outcomes of all learners, including for those learners with disabilities or learning support needs. • Manage the learning setting to ensure access to learning for all and to maximise learners' physical, social, cultural and emotional safety. • Create an environment where learners can be confident in their identities, languages, cultures and abilities. • Develop an environment where the diversity and uniqueness of all learners are accepted and valued. Meet relevant regulatory, statutory and professional requirements.
<p>Design learning based on curriculum and pedagogical knowledge, assessment information and an understanding of each learner's strengths, interests, needs, identities, languages and cultures.</p>	<ul style="list-style-type: none"> • Select teaching approaches, resources, and learning and assessment activities based on a thorough knowledge of curriculum content, pedagogy, progressions in learning and the learners. • Gather, analyse and use appropriate assessment information, identifying progress and needs of learners to design clear next steps in learning and to identify additional supports or adaptations that may be required. • Design and plan culturally responsive, evidence-based approaches which reflect the local community and Te Tiriti o Waitangi partnership in New Zealand. • Harness the rich capital that learners bring by providing culturally responsive and engaging contexts for learners. • Design learning informed by national policies and priorities.
<p>Teach and respond to learners in a knowledgeable and adaptive way to progress their learning at an appropriate depth and pace</p>	<ul style="list-style-type: none"> • Teach in ways that ensure all learners are making sufficient progress, monitor the extent and pace of learning, focusing on equity and excellence for all. • Specifically support the educational aspirations for Māori learners, taking shared responsibility for these learners to achieve educational success as Māori.

Standard	Standard Description
	<ul style="list-style-type: none"><li data-bbox="799 234 2103 331">• Use an increasing repertoire of teaching strategies, approaches, learning activities, technologies and assessment for learning strategies and modify these in response to the needs of individuals and groups of learners.<li data-bbox="799 347 2047 416">• Provide opportunities and support for learners to engage with, practise and apply learning to different contexts and make connections with prior learning.<li data-bbox="799 432 2074 501">• Teach in ways which enable learners to learn from one another, to collaborate, to self-regulate, and to develop agency over their learning.<li data-bbox="799 517 2101 585">• Ensure learners receive ongoing feedback and assessment information and support them to use this information to guide further learning.

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Annex 2: English Teachers' Standards

The Teachers' Standards are published by the Secretary of State for Education. The standards apply to most teachers regardless of their career stage. The Teachers' Standards apply to: trainees working towards Qualified Teacher Status; all teachers completing their statutory induction period; and those covered by performance appraisal arrangements.

Part Two of the Teachers' Standards, which relates to professional and personal conduct, is used to assess cases of serious misconduct, regardless of the sector in which the teacher works. The Teachers' Standards were first published in 2011 and were last updated in 2021.

Standard	Standard Description
Part One: Teaching	
Set high expectations which inspire, motivate and challenge pupils	<ul style="list-style-type: none"> • establish a safe and stimulating environment for pupils, rooted in mutual respect • set goals that stretch and challenge pupils of all backgrounds, abilities and dispositions • demonstrate consistently the positive attitudes, values and behaviour which are expected of pupils.
Promote good progress and outcomes by pupils	<ul style="list-style-type: none"> • be accountable for pupils' attainment, progress and outcomes • be aware of pupils' capabilities and their prior knowledge, and plan teaching to build on these • guide pupils to reflect on the progress they have made and their emerging needs • demonstrate knowledge and understanding of how pupils learn and how this impacts on teaching • encourage pupils to take a responsible and conscientious attitude to their own work and study.
Demonstrate good subject and curriculum knowledge	<ul style="list-style-type: none"> • have a secure knowledge of the relevant subject(s) and curriculum areas, foster and maintain pupils' interest in the subject, and address misunderstandings • demonstrate a critical understanding of developments in the subject and curriculum areas, and promote the value of scholarship • demonstrate an understanding of and take responsibility for promoting high standards of literacy, articulacy and the correct use of standard English, whatever the teacher's specialist subject • if teaching early reading, demonstrate a clear understanding of systematic synthetic phonics

Standard	Standard Description
	<ul style="list-style-type: none"> if teaching early mathematics, demonstrate a clear understanding of appropriate teaching strategies.
Plan and teach well structured lessons	<ul style="list-style-type: none"> impart knowledge and develop understanding through effective use of lesson time promote a love of learning and children's intellectual curiosity set homework and plan other out-of-class activities to consolidate and extend the knowledge and understanding pupils have acquired reflect systematically on the effectiveness of lessons and approaches to teaching contribute to the design and provision of an engaging curriculum within the relevant subject area(s).
Adapt teaching to respond to the strengths and needs of all pupils	<ul style="list-style-type: none"> know when and how to differentiate appropriately, using approaches which enable pupils to be taught effectively have a secure understanding of how a range of factors can inhibit pupils' ability to learn, and how best to overcome these demonstrate an awareness of the physical, social and intellectual development of children, and know how to adapt teaching to support pupils' education at different stages of development have a clear understanding of the needs of all pupils, including those with special educational needs; those of high ability; those with English as an additional language; those with disabilities; and be able to use and evaluate distinctive teaching approaches to engage and support them.
Make accurate and productive use of assessment	<ul style="list-style-type: none"> know and understand how to assess the relevant subject and curriculum areas, including statutory assessment requirements make use of formative and summative assessment to secure pupils' progress use relevant data to monitor progress, set targets, and plan subsequent lessons give pupils regular feedback, both orally and through accurate marking, and encourage pupils to respond to the feedback.
Manage behaviour effectively to ensure a good and safe learning environment	<ul style="list-style-type: none"> have clear rules and routines for behaviour in classrooms, and take responsibility for promoting good and courteous behaviour both in classrooms and around the school, in accordance with the school's behaviour policy have high expectations of behaviour, and establish a framework for discipline with a range of strategies, using praise, sanctions and rewards consistently and fairly

Standard	Standard Description
	<ul style="list-style-type: none"> • manage classes effectively, using approaches which are appropriate to pupils' needs in order to involve and motivate them • maintain good relationships with pupils, exercise appropriate authority, and act decisively when necessary.
Fulfil wider professional responsibilities	<ul style="list-style-type: none"> • make a positive contribution to the wider life and ethos of the school • develop effective professional relationships with colleagues, knowing how and when to draw on advice and specialist support • deploy support staff effectively • take responsibility for improving teaching through appropriate professional development, responding to advice and feedback from colleagues • communicate effectively with parents with regard to pupils' achievements and well-being
Part Two: Personal and professional conduct	
Personal and professional conduct	<p>A teacher is expected to demonstrate consistently high standards of personal and professional conduct. The following statements define the behaviour and attitudes which set the required standard for conduct throughout a teacher's career.</p> <ul style="list-style-type: none"> • Teachers uphold public trust in the profession and maintain high standards of ethics and behaviour, within and outside school, by: <ul style="list-style-type: none"> ○ treating pupils with dignity, building relationships rooted in mutual respect, and at all times observing proper boundaries appropriate to a teacher's professional position ○ having regard for the need to safeguard pupils' well-being, in accordance with statutory provisions ○ showing tolerance of and respect for the rights of others ○ not undermining fundamental British values, including democracy, the rule of law, individual liberty and mutual respect, and tolerance of those with different

Standard	Standard Description
	<p data-bbox="1093 236 1317 264">faiths and beliefs</p> <ul data-bbox="1048 277 2092 577" style="list-style-type: none"><li data-bbox="1048 277 2092 354">○ ensuring that personal beliefs are not expressed in ways which exploit pupils' vulnerability or might lead them to break the law.<li data-bbox="869 373 2092 485">• Teachers must have proper and professional regard for the ethos, policies and practices of the school in which they teach, and maintain high standards in their own attendance and punctuality.<li data-bbox="869 507 2092 577">• Teachers must have an understanding of, and always act within, the statutory frameworks which set out their professional duties and responsibilities.

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Cabinet Social Outcomes Committee

Minute of Decision

This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.

Improved Teacher Training: Developing the Workforce of the Future

Portfolio **Education**

On 26 June 2024, the Cabinet Social Outcomes Committee (SOU):

- 1 **noted** that the quality of teaching and learning is the most important in-school factor influencing educational outcomes, yet the current training system does not support teachers to succeed;
- 2 **noted** that the Minister of Education (the Minister) intends to raise the status of the teaching profession by delivering high quality, consistent training opportunities that set teachers up for success, alongside aspirational career pathways;
- 3 **noted** that as standard setting, quality assurance, and teacher registration are set up to be arms-length from government, it is difficult for the Government to drive a coherent and consistent approach to training under current system settings;
- 4 **noted** that the Minister considers that the Teaching Council is not the right body to tackle the significant changes needed as it lacks the mandate and powers to take a stronger regulatory role;
- 5 **noted** that the Minister's work programme will include five priorities:
 - 5.1 improving quality and consistency in Initial Teacher Education (ITE);
 - 5.2 delivering quality, integrated, financially-supported, work-integrated learning opportunities in ITE;
 - 5.3 improving the training pathway from ITE to full teacher certification status;
 - 5.4 supporting ongoing professional learning and career development; and
 - 5.5 developing more strategic and proactive ways to support the principal pathway starting with aspiring principals;
- 6 **noted** that the Minister will be progressing a two-stage regulatory reform to address the challenges in ITE:
 - 6.1 stage one: a 'lift and shift' of teacher training and professional registration functions from the Teaching Council closer to Government;

- 6.2 stage two: a wider review of the regulatory powers relating to the teaching profession and professional training, with a focus on quality of training and ongoing professional registration;
- 7 **noted** that the regulatory reform work programme will include seeking advice on short-term and long-term actions to strengthen quality assurance, monitoring and purchasing of ITE, and that the Minister will be working with the Minister for Tertiary Education and Skills on these matters;
- 8 **noted** that the Minister will be coming back to SOU in September 2024 with proposals to deliver stage one in the next available Education and Training Act Amendment Bill;
- 9 **agreed** that the Minister will undertake targeted consultation with key sector groups prior to providing policy advice to SOU in September 2024;
- 10 **noted** that actions identified in the Minister's work programme with fiscal implications will be subject to future Cabinet consideration and Budget proposals.

Janine Harvey
Committee Secretary

Present:

Rt Hon Christopher Luxon
Rt Hon Winston Peters
Hon Nicola Willis (Chair)
Hon Chris Bishop
Hon Dr Shane Reti
Hon Erica Stanford
Hon Louise Upston
Hon Matt Doocey
Hon Melissa Lee
Hon Nicole McKee
Hon Casey Costello
Hon Penny Simmonds
Hon Chris Penk

Officials present from:

Office of the Prime Minister
Officials Committee for SOU



Cabinet

Minute of Decision

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Report of the Cabinet Social Outcomes Committee: Period Ended 28 June 2024

On 1 July 2024, Cabinet made the following decisions on the work of the Cabinet Social Outcomes Committee for the period ended 28 June 2024:

Out of scope	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]

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Out of scope

[REDACTED]

[REDACTED]

SOU-24-MIN-0071

Improved Teacher Training: Developing the Workforce of the Future
Portfolio: Education

CONFIRMED

Out of scope

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

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[REDACTED]

[REDACTED]

[REDACTED]

Rachel Hayward
Secretary of the Cabinet

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